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ABSTRACT

This report by the California Postsecondary Education Commission's new executive director, Warren H. Fox, summarizes developments in long-range planning by California's public colleges and universities since the Commission issued its major planning report, "Higher Education at the Crossroads: Planning for the Twenty-First Century," in January 1990. The focus on school long-range planning in California is due to the State's explosive population growth, unprecedented change in the population's ethnic mix, and the long-term erosion of the State's ability to support higher education at a level of quality that at one time was taken for granted. The report's major sections address: California Community Colleges; The California State University; University of California; Ongoing Policy Issues for the Commission. Contains 11 references. (GLR)

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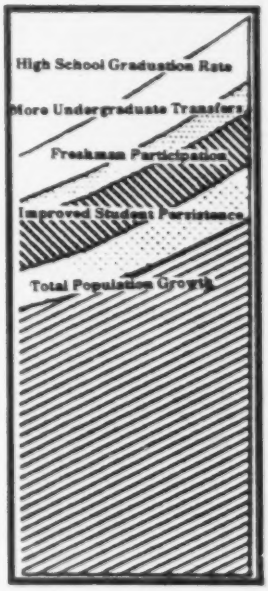

UPDATE ON LONG-RANGE PLANNING ACTIVITIES

REPORT OF THE EXECUTIVE DIRECTOR SEPTEMBER 16, 1991

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Summary

This first report by the Commission's new executive director, Warren H. Fox, summarizes developments in long-range planning by California's public colleges and universities since the Commission issued its major planning report, *Higher Education at the Crossroads: Planning for the Twenty-First Century*, in January 1990. Its major sections are:

California Community Colleges	1
The California State University	2
University of California	4
Ongoing Policy Issues for the Commission	6
References	7

The Commission discussed this report at its meeting on September 16, 1991, at which the Commission viewed a slide presentation illustrating a number of the issues raised in the report. Additional copies of this report and printed copies of the slide presentation may be obtained from the Publications Office of the Commission at (916) 324-4991. Questions about the substance of the report may be directed to Executive Director Fox at (916) 322-7985

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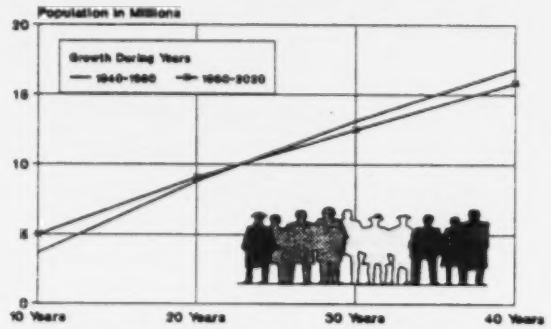
Update on Long-Range Planning Activities
Report of the Executive Director

CALIFORNIA is facing a circumstance unique in its history, with explosive population growth, unprecedented change in the population's ethnic mix, and the long-term erosion of the State's ability to support higher education at a level of quality that at one time was taken for granted. Population growth between 1980 and 2020 is expected to equal that between 1940 and 1980, or about 16 million people (Display 1). At the same time, it is anticipated that California will have no majority ethnic group by or about the year 2000 (Display 2). These changes are already evident in the public schools, where children of color presently constitute a majority in many urban school districts.

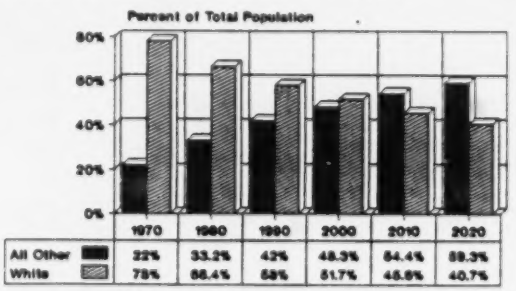
The challenges and complexities of planning for the future are many, since even the simplest enrollment projections become problematic given the extraordinary social and economic changes that are occurring in the population. These changes are compounded by the fiscal difficulties the State has faced, which further complicate enrollment and campus expansion planning. In spite of these difficulties, each of the three public systems is continuing its planning efforts, and there appears to be little doubt that their planning processes have improved over the past several years, as the following brief review and discussion illustrates.

DISPLAY 1 Growth of California's Population, 1940-1980 and 1980-2020, in Millions



Source: Demographic Research Unit, State Department of Finance

DISPLAY 2 California's White Population Compared to "All Other," 1970-2020



	1970	1980	1990	2000	2010	2020
All Other	22%	33.2%	42%	48.3%	54.4%	59.3%
White	78%	66.4%	58%	51.7%	45.6%	40.7%

Source: Demographic Research Unit, State Department of Finance

California Community Colleges

In its January 1991 update on long-range planning, the Commission staff noted that the Board of Governors approved its *Long-Range Capital Outlay Growth Plan* (1991) only a week earlier. That plan estimated enrollments in the year 2005 at 2.0 million students -- an increase over the projection of about 1.8 million by the Demographic Research Unit of the State Department of Finance. Based on that projection, and aided by a comprehensive consultant's analysis (MGT, 1990), the Board recommended that 14 new campuses and 23 new off-campus centers be established during the 15-year period commencing in 1990. All of the campuses would begin, or have already begun, as off-campus centers.

In February 1991, and pursuant to the Commission's *Guidelines for the Review of Proposed Campuses and Off-Campus Centers* (1990b), the Chancellor's Office forwarded to the Commission a "Letter of Intent" to proceed with the development of seven new centers in six districts:

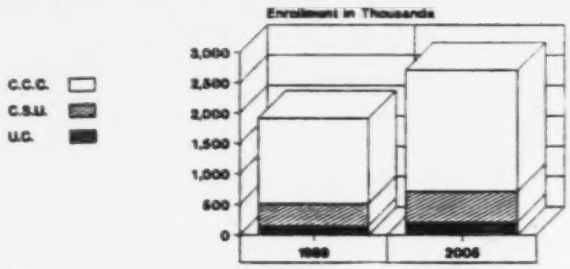
- The Lompoc Center of the Allan Hancock Community College District;
- The Southwest Bakersfield Center of the Kern district;
- The Folsom and U.C. Davis Centers of the Los Rios district;
- The Poway Center of the Palomar district;
- The Nevada City/Grass Valley Center of the Sierra district; and
- The Madera Center of the State Center district.

The Commission's guidelines provide that, upon receipt of the letter, Commission staff will review the enrollment projections and other data and information in consultation with the Demographic Research Unit. In the present case, following that review process, Commission staff advised Chancellor Mertes on April 15 that planning should continue for the seven projects mentioned, since each conformed to the Board of Governors' long-range growth plan.

Since that time, an active review of one project (the Nevada City/Grass Valley Center of the Sierra Community College District) has been initiated by Commission staff, and it is anticipated that an item will be presented to the Commission in October. It is probable that two, and possibly three, additional reports on new community college operations will be considered by the Commission in the next 10 to 12 months. It is also anticipated that new community college enrollment projections, based on 1990 census data, will be forthcoming from the Demographic Research Unit in the near future. It is possible that these projections could alter some aspects of the community colleges' long-range plan.

Continuing Issues: The community colleges have moved an impressive distance in a relatively short time in the area of long-range planning, and have done so at a critical time. In the next 10 to 15 years at least, and quite probably thereafter, most of the growth in postsecondary education will occur in the community colleges (Display 3). Where the University of California proposes one new campus and the State University five new centers, the community colleges are looking to 37 new institutions in only 15 years. Such an expansion potential is daunting, and if the State's financial health does not improve, the expansion itself will probably not be realized.

DISPLAY 3 Enrollment Projections of the California Community Colleges, the California State University, and the University of California, 1989-2005, in Thousands



California Community Colleges	1,403	2,000
The California State University	361	495
University of California	152	216

Source: California Postsecondary Education Commission.

Accordingly, the Commission feels that the community colleges face at least the following issues:

- Issues of financing, timing, and priorities for expansion, and quite probably for renewal of existing campuses as well.
- Defining regional priorities. Currently, the long-range plan defines regions where expansion should occur. If resources continue to be as limited as they are at present, it may be necessary to set priorities more clearly.
- Reexamining programmatic priorities. Community colleges deliver many different kinds of services, including core academic and transfer programs, remedial programs, community service programs, and occupational/vocational programs. There is a growing need, again occasioned by resource restrictions, to determine where California's needs are greatest.

The California State University

In its 1990 report, *Higher Education at the Crossroads*, the Commission recommended that the State University reexamine its enrollment projections -- a recommendation that was subsumed within Supplemental Language to the 1990-91 Budget Act. The first reassessment was due in December 1990, with annual updates to be provided each August, with

each report containing a range of projections, an analysis of regional needs, plans for expanding existing campuses, and several other items.

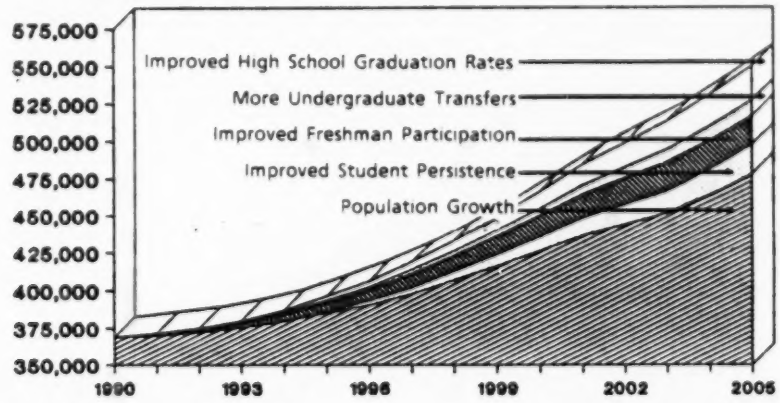
In its January 1991 planning update, the Commission staff reviewed the State University's first report in response to the Supplemental Language, which principally contained an outline of more substantive material to be presented the following summer. This past August, the State University submitted its second report, which contained a completely revised methodology for projecting undergraduate enrollments into 2005 -- one that encompasses several different assumptions regarding population growth and academic performance by various historically underrepresented groups. The Commission believes the plan is a comprehensive blueprint for integrating policy and planning for the undergraduate operating and capital needs of the system. Although some issues remain, particularly with regard to graduate enrollment policy, it is a solid basis on which to proceed.

The new projection methodology is based on a "student flow model" that begins with actual students already in the educational pipeline (including high school and community college students) and predicts, based on historical rates of attrition, how many of those students are likely to continue (Display 4). The model also accounts for new students, transfers, out-of-state and foreign students, and special admissions. The projections stemming from the model appear in Display 5 on the next page.

When the State University presented its expansion plans to the Trustees in 1989, it suggested the need for five additional campuses. The Commission encouraged further review, and in the August 1991 plan, the State University proposes up to five new off-campus centers that would, by 2005, generate 6,200 full-time-equivalent students. The bulk of the growth -- over 76,850 full-time-equivalent students -- would be accommodated on existing campuses, provided enrollment ceilings can be raised at five of those campuses (Fresno, San Bernardino, San Francisco, San Luis Obispo, and Sonoma) -- a move the State University believes may generate considerable community opposition in some areas. Raising the enrollment ceilings would increase systemwide capacity by 17,500 full-time-equivalent students, provided capital outlay funds can be found for campus expansion. The remaining increase of 13,090 full-time-equivalent students would come from expanding off-site offerings (in other than formal off-campus centers), expanding the eight existing off-campus centers, and expanding State-supported summer sessions. The total full-time-equivalent student increase between 1990 and 2005 is projected to be 96,140, which is based on a headcount projection of 492,600 students in 2005.

The State University's enrollment capacity could be further expanded by other options, including year-round operation, better use of instructional technology, and even the conversion or expansion of existing off-campus centers into full campuses. At present, only the San Marcos campus is scheduled

DISPLAY 4 Projected Headcount Enrollment Demand, The California State University, 1989-2005, Showing the Effects of Several Factors Affecting Growth



Source: The California State University, June 1991.

DISPLAY 5 California State University Enrollment Demand Projections, 1990-2005, Showing the Effects of Several Factors Affecting Growth

Projection	Enrollment	Net Demand	Percent Increase
Fall 1990-91 Enrollment	369,100	---	---
P-I: Population Growth Plus Pipeline Improvement	477,900	108,800	29.5%
P-II: Growth in Persistence Rates	497,500	19,600	5.3%
P-III: Ethnic Parity for Freshmen	516,700	19,200	5.2%
P-IV: Near-Ethnic Parity in Transfers	527,300	10,600	2.9%
P-V: Ethnic Parity in High School Graduation	550,200	22,900	6.2%
Total	---	181,100	49.1%

Source: The California State University, 1991b, p. 18.

for such an expansion. Further, the question of year-round operations is deferred until November, 1991, when a formal report on the subject is required by Supplemental Language to the 1990 Budget Act.

Continuing Issues: Although the State University has made exceptional progress in its planning efforts over the past several years, several issues remain to be explored further:

- Financing, for both support and capital outlay, will undoubtedly constitute the State University's greatest challenge and dilemma for the next several years. The 1991-92 State Budget, by most accounts, is the most austere in decades, if not ever, and it represents a planning challenge that will require courage, foresight, and creativity from everyone within the system. Given that expansion of the system is inevitable, more work needs to be done on the timing and priorities of existing campus expansion versus the construction of new facilities.
- The State University has proposed five additional off-campus centers to be constructed over the next 15 years but has not indicated when those facilities will be phased in. Greater clarity on the subject of phasing and regional priorities will be needed in the next year or two.
- The State University has done excellent work in revising its undergraduate enrollment projections. The new enrollment projection model discussed in this update should be commended. A similar effort might well be undertaken to refine graduate enrollment projections, which are less demographically driven.

University of California

In its *Crossroads* report, the Commission noted that in October 1988, President Gardner presented a preliminary plan to the Regents that called for the construction of three new general campuses with proposed opening dates of 1998, 1999, and 2000 -- the first to be built since the 1960s. Part of the justification for this expansion was demographically driven, particularly at the undergraduate level, but a large share was due to the University's perception that a major expansion of graduate education was necessary. It planned to enroll 47,300 graduate and professional school students by 2005 -- a number that represented a 79.0 percent enrollment increase from the 1988 total of 26,419. That planned increase was based on a number of factors, principally the demand for new Ph.D.s and the need to guarantee that each of the general campuses maintain a minimum graduate enrollment of 20 percent of total enrollment. The Commission recommended that only one new campus be built -- a recommendation the University accepted as an interim measure while it underwent a complete review of its graduate enrollment plan.

In its January 1991 long-range planning update, the Commission staff noted that for locating the

tenth campus the University had divided the State into three planning regions (north, central, and south), and that it had chosen the central region, and the San Joaquin Valley in particular, as the region for the tenth campus. Following an extensive review of this area, the University selected 75 potential sites that could accommodate the new campus, a list that was reduced to eight as of July 1990, with the understanding that a further reduction to three finalists would be made in November. It was at about that time that the 1991-92 budget crisis intervened and forced a change in that schedule.

In March 1991, the University made the reduction to three final sites, which include Lake Yosemite, about six miles northeast of Merced; Table Mountain, about twelve miles north of Fresno; and Academy, about seventeen miles east of Fresno. Normally, selection of the finalists would have prompted initiation of the environmental review process, but the University delayed its decision to begin that review until the first half of 1992 due to the uncertainty of the budget situation. It also pushed back somewhat the opening date of the tenth campus, originally set for Fall 1998, possibly as far as Fall 2000.

In addition, the University was delayed from November 1990 to this past April in submitting its updated graduate enrollment plan to the Regents. The new plan, summarized in Displays 6 and 7 below, would reduce the University's graduate and professional school enrollment in 2005-06 by 1,000 students from the previous planned total of 47,300. The plan is responsive to the Commission's conclusions in *Shortening Time to the Doctoral Degree* (1990c), but additional review will almost certainly take place, especially concerning doctoral demand.

Continuing Issues: For the University of California, unresolved issues fall generally into two categories -- the tenth campus, and graduate education.

- Because of the budgetary situation, both the financing and timing of the tenth campus remain

DISPLAY 6 Overall Graduate Enrollment Projections of the University of California, 1990-91 to 2005-06

Projection	Number
1990 Graduate Enrollment	28,100
2005 Projected Need	50,964
Gross Increase	22,864
Lower Time to Degree and Attrition	4,700
Total 2005 Graduate Enrollment	46,300

Source: California Postsecondary Education Commission.

DISPLAY 7 University of California Graduate Enrollment Projections, 1990-91 to 2005-06, by Major Disciplinary Area

Group	Enrollment 1990-91[1]	Need 2005-06[2]	Increase	Enhanced Productivity	Enrollment 2005-06
Natural Sciences and Engineering	11,500	24,568	+13,068	-1,950	22,600
Social Sciences, Humanities, Arts	7,600	11,263	+3,663	-2,250	9,100
Education	1,500	3,100	+1,600	-300	2,800
Professions	5,900	7,833	+1,933	---	7,800
New Programs	200	1,200	+1,000	---	1,200
Subtotal[3]	26,700	47,964	+21,264	-4,500	43,500
Health Science Graduate Academics	1,400	3,000	+1,600	-200	2,800
Total					46,300

1. 1990-91 budgeted enrollments are rounded to the nearest 100.
2. Society's needs for degree recipients and the increase in needs are for the years 1993-2008, lagged two years to coincide with the related enrollment.
3. Not including health science graduate academics.

Source: University of California, March 1991, p. viii.

uncertain. The University maintains that a separate bond issue will be required to finance the new campus, and this may prove to be a problem. In the next few years, the University's planners will face a strong challenge to answer the questions of how the new campus will be financed, and when it will open its doors.

- Graduate education planning continues to give rise to several questions. Included among them are the following:

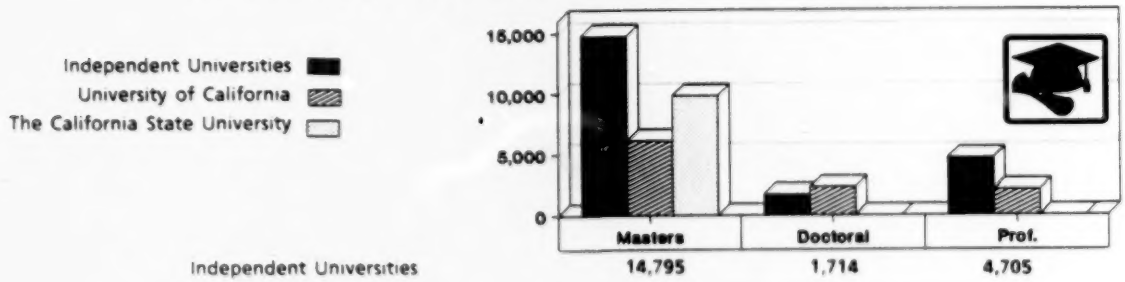
  1. How will graduate planning at the University take graduate education in the independent institutions and the State University into account (Display 8)?
  2. Will the University consider downsizing certain programs where demand is reduced?
  3. What is California's appropriate share of national Ph.D. production?
  4. Does every general campus of the University need to maintain a minimum graduate enrollment of 20 percent of its total enrollment?

Ongoing Policy Issues for the Commission

This update has raised a number of issues that will warrant further exploration by the Commission, the three public systems, and the independent institutions. Among them will certainly be the following:

- The financing, timing, and priorities for expansion within and between systems. In all probability, the budget crisis will result in slower planning for new campuses and off-campus centers in all three of the public systems, but particularly regarding the University of California and the California State University systems where the costs are higher and the number of students served are fewer than in the California Community Colleges.
- Long-range capital outlay planning will increase in importance during the coming year, as indicated in the Commission's 1991-92 Plan of Work. Funds are currently in short supply in comparison to the needs not only for new campuses and centers, but also for expansion and renovation on existing campuses. It will be necessary to consider alternative sources of funds, perhaps from private sources, designated taxes, or in the case of the community colleges, from local districts. There is also the possibility that the capital outlay approval process is overly complex, unnecessarily lengthy, and in need of revision. Finally, the time may have come for the State to take a close look at the costs of construction, which vary widely from system to system.
- Graduate education planning should continue to be examined at both the University of California and the California State University. The total level of graduate enrollment and advanced degree production should be further analyzed by the University. At the State University, gradu-

DISPLAY 8 Production of Advanced Degrees by California's Independent Universities, the University of California, and the California State University, 1990



	Masters	Doctoral	Prof.
Independent Universities	14,795	1,714	4,705
University of California	6,148	2,311	2,111
The California State University	9,850	0	0

Source: The California State University, June 1991.

ate enrollment projections are derived principally from demographics rather than policy, although such enrollments might better be based largely on programmatic considerations. Given the high cost of graduate education, the need for sound planning and thoroughly justified policies is evident.

- Continue promoting integration of educational equity planning with expansion planning. All expansion plans, for new programs or new institutions, must take issues of equity and diversity into account.
- Continue promoting integration of program and quality improvement planning with planning for expansion.

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 15 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. The other six represent the major segments of postsecondary education in California.

As of September 1991, the Commissioners representing the general public are:

Lowell J. Paige, El Macero; *Chair;*
Henry Der, San Francisco; *Vice Chair;*
Mim Andelson, Los Angeles;
C. Thomas Dean, Long Beach;
Rosalind K. Goddard, Los Angeles;
Helen Z. Hansen, Long Beach;
Mari-Luci Jaramillo, Emeryville;
Mike Roos, Los Angeles; and
Stephen P. Teale, M.D., Modesto.

Representatives of the segments are:

Joseph D. Carrabino, Sherman Oaks; appointed by the California State Board of Education;

William T. Bagley, San Rafael; appointed by the Regents of the University of California;

John F. Parkhurst, Folsom; appointed by the Board of Governors of the California Community Colleges;

Theodore J. Saenger, San Francisco; appointed by the Trustees of the California State University; and

Harry Wugalter, Ventura; appointed by the Council for Private Postsecondary and Vocational Education.

The position of representative of California's independent colleges and universities is currently vacant.

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory planning and coordinating body, the Commission does not administer or govern any institutions, nor does it approve, authorize, or accredit any of them. Instead, it cooperates with other State agencies and non-governmental groups that perform these functions, while operating as an independent board with its own staff and its own specific duties of evaluation, coordination, and planning.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren H. Fox, who was appointed by the Commission in June 1991.

The Commission publishes and distributes without charge some 30 to 40 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission, its meetings, its staff, and its publications may be obtained from the Commission offices at 1020 Twelfth Street, Third Floor, Sacramento, CA 98514-3985; telephone (916) 445-7933.

UPDATE ON LONG-RANGE PLANNING ACTIVITIES

California Postsecondary Education Commission Report 91-16

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985.

Recent reports of the Commission include:

90-29 Shortening Time to the Doctoral Degree: A Report to the Legislature and the University of California in Response to Senate Concurrent Resolution 66 (Resolution Chapter 174, Statutes of 1989) (December 1990)

90-30 Transfer and Articulation in the 1990s: California in the Larger Picture (December 1990)

90-31 Preliminary Draft Regulations for Chapter 3 of Part 59 of the Education Code, Prepared by the California Postsecondary Education Commission for Consideration by the Council for Private Postsecondary and Vocational Education (December 1990)

90-32 Statement of Reasons for Preliminary Draft Regulations for Chapter 3 of Part 59 of the Education Code, Prepared by the California Postsecondary Education Commission for the Council for Private Postsecondary and Vocational Education (December 1990)

91-1 Library Space Standards at the California State University: A Report to the Legislature in Response to Supplemental Language to the 1990-91 State Budget (January 1991)

91-2 Progress on the Commission's Study of the California State University's Administration: A Report to the Governor and Legislature in Response to Supplemental Report Language of the 1990 Budget Act (January 1991)

91-3 Analysis of the 1991-92 Governor's Budget: A Staff Report to the California Postsecondary Education Commission (March 1991)

91-4 Composition of the Staff in California's Public Colleges and Universities from 1977 to 1989: The Sixth in the Commission's Series of Biennial Reports on Equal Employment Opportunity in California's Public Colleges and Universities (April 1991)

91-5 Status Report on Human Corps Activities, 1991: The Fourth in a Series of Five Annual Reports to the Legislature in Response to Assembly Bill 1829 (Chapter 1245, Statutes of 1987) (April 1991)

91-6 The State's Reliance on Non-Governmental Accreditation, Part Two: A Report to the Legislature in Response to Assembly Bill 1993 (Chapter 1324, Statutes of 1989) (April 1991)

91-7 State Policy on Technology for Distance Learning: Recommendations to the Legislature and the Governor in Response to Senate Bill 1202 (Chapter 1038, Statutes of 1989) (April 1991)

91-8 The Educational Equity Plan of the California Maritime Academy: A Report to the Legislature in Response to Language in the Supplemental Report of the 1990-91 Budget Act (April 1991)

91-9 The California Maritime Academy and the California State University: A Report to the Legislature and the Department of Finance in Response to Supplemental Report Language of the 1990 Budget Act (April 1991)

91-10 Faculty Salaries in California's Public Universities, 1991-92: A Report to the Legislature and Governor in Response to Senate Concurrent Resolution No. 51 (1965) (April 1991)

91-11 Updated Community College Transfer Student Statistics, Fall 1990 and Full-Year 1989-90: A Staff Report to the California Postsecondary Education Commission (April 1991)

91-12 Academic Program Evaluation in California, 1989-90: The Commission's Fifteenth Annual Report on Program Planning, Approval, and Review Activities (September 1991)

91-13 California's Capacity to Prepare Registered Nurses: A Preliminary Inquiry Prepared for the Legislature in Response to Assembly Bill 1055 (Chapter 924, Statutes of 1990) (September 1991)

91-14 Supplemental Report on Academic Salaries, 1990-91: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965) and Supplemental Language to the 1979, 1981, and 1990 Budget Acts (September 1991)

91-15 Approval of Las Positas College in Livermore: A Report to the Governor and Legislature on the Development of Las Positas College -- Formerly the Livermore Education Center of Chabot College (September 1991)

91-16 Update on Long-Range Planning Activities: Report of the Executive Director, September 16, 1991 (September 1991)

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